United Nations A/53/344

General Assembly

Distr.: General
4 September 1998

Original: English

Fifty-third session
Item 20 (b) of the provisional agenda*
Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: special economic assistance to individual countries or regions

Assistance for humanitarian relief and the economic and social rehabilitation of Somalia

Report of the Secretary-General

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I. Introduction

1. The present report is submitted pursuant to paragraph 12 of resolution 52/169 L of 16 December 1997, in which the General Assembly requested the Secretary-General to review, at its fifty-third session, actions taken on the resolution. It is a review of the current situation in Somalia, detailing humanitarian and rehabilitation assistance provided by the United Nations and its partners over the past year, and drawing attention to future prospects.

II. Emergency preparedness, response and relief operations

2. The past year was dominated by a massive flood emergency in the Juba and Shabelle Valleys in southern and central Somalia, brought on by heavy rains in October and December 1997 and compounded by the overflowing of the Juba and Shabelle Rivers. The floods dramatically affected the lives of around 1 million people. Approximately 250,000 were displaced, and around 2,200 deaths occurred from drowning and various illnesses, including respiratory tract infections, malaria, diarrhoeal disease, cholera and Rift Valley fever. Homes, crops and reserve stocks buried underground in and around the Juba Valley were wiped out.

3. In November 1997, following an inter-agency presentation to the Somalia Aid Coordination Body (SACB) and under the overall supervision of the United Nations Resident and Humanitarian Coordinator for Somalia, the United Nations Children's Fund (UNICEF) was appointed as the lead agency in an inter-agency flood emergency response operation, and the World Food Programme (WFP) was made responsible for the logistics of the operation. A joint flood response management team, comprising representatives of the United Nations agencies, donors and non-governmental organizations, was established to coordinate the response of the international community to the needs of the affected population in the flooded areas. In response to the first flash appeal on 11 November, a total of US$ 10.8 million was received from various donors. Relief items were initially airlifted directly to Somalia from Nairobi, and a logistics base was established in Garissa, Kenya. Large quantities of supplies were pre-positioned by helicopter and were subsequently distributed by boat.

4. During this period, 1,148 tons of relief supplies, including foodstuffs and medical supplies, were airlifted and distributed by WFP, other United Nations agencies and non-governmental organizations, to about 60,000 families, or approximately 360,000 people. In addition, a total of 13,400 tons of food aid was distributed during November 1997 to May 1998, benefiting a total of 1.8 million people. Community participation in the operation was key to its success.

5. In the central zone along the Shabelle River, although not as badly affected as the Juba Valley, similar emergency relief operations were carried out from bases in Beled Weyn, Jowhar, Mogadishu, and Merca, which benefited approximately 30,000 people in the Shabelle Valley. In addition, the International Committee of the Red Cross (ICRC) continued to provide assistance in the form of food, non-food items and medical supplies to more than 100,000 flood victims. Likewise, the Office for Project Services (OPS) of the United Nations Development Programme (UNDP) provided materials for the rehabilitation of roads affected by the floods and technical assistance to communities in Hiran, the north-east and the north-west.

6. Flood waters began to recede by late December, by which time the most urgent needs of the population affected had been met. The flood emergency response operation was officially terminated on 31 December 1997. On 1 January 1998 the operation transitioned to the post-flood phase under the direct responsibility of the United Nations resident/humanitarian coordinator, with WFP as the lead agency in food distribution and UNICEF as the lead in the coordination of all non-food distribution.

III. Food security

7. In the latter half of 1997, Somalia suffered the recurrence of localized natural disasters. After a poor *deyr* harvest (April) in some areas due to drought, the *gu* crop failure in Bay and Bakool was followed by a reduced cereal harvest in July and August. Both disasters seriously affected the food security of people living in the affected areas and led to population movements in search of food in the lower and middle Shabelle and Juba areas. Here, timely food interventions helped arrest and prevent large-scale population movements into refugee camps in Kenya, where about 125,000 Somali refugees are still awaiting improved political and economic conditions for their return.

8. WFP and the Food and Agriculture Organization of the United Nations (FAO) undertook a food crop assessment in September 1997, which estimated the total cereal utilization at 601,000 tons and the net deficit for 1997–1998 at 247,000 tons. In the mission analysis, 215,000 tons could be met by commercial imports, leaving a food aid requirement of

32,000 tons. The floods, the most devastating in the past 36 years, completely ravaged the food production capacity of important agricultural areas in Bay, lower Shabelle, and lower Juba. Over 60,000 hectares of farmland were devastated. Already crumbling infrastructure was further damaged, with severe consequences to domestic trade and exports. Broken river embankments and shifting river courses left agriculturally rich riverline areas prone to future flooding. Surveys of the 1998 primary season *gu* crop establishment by the Food Security Assessment Unit (FSAU) of WFP and the Famine Early Warning System (FEWS) of USAID indicate that crop prospects for this main cereal crop look poor, due to late and erratic rainfall and poor rates of germination, heavy weed growth, rats and crickets. A significant food gap is anticipated in the coming months.

A. Assessment of food security

9. FSAU commenced its flood-related activities by expanding field research and carrying out rapid assessments in flood-affected areas. Following extensive discussions with field-based non-governmental organizations and careful analysis, it presented district-level food requirements in December 1997. After careful review of the data presented by FSAU, WFP/Somalia devised an operational plan based on distributing 4,000 tons per month, delivered by road, air, boat, donkey cart and manpower to a vulnerable population of just under 500,000 persons. The operational plan was fully endorsed by the Food Security Sectoral Committee of SACB. An FAO technical cooperation project is also active in the area of food security.

B. Agriculture, livestock and fisheries

10. Crop monitoring activities are undertaken by FSAU four times a year for the establishment and assessment periods of each of the two cropping seasons. In response to the worsening crop situation, FAO provided emergency assistance for the distribution of seeds, locally manufactured hand tools, and knapsack sprayers and pesticides. In addition, a seed-bank system was set up to sustain future seed availability. In addition, UNDP's Somali Rehabilitation Programme (SRP) and ICRC distributed seeds to farming communities.

11. Livestock and livestock products represent the backbone of the economy, for both families and local administrations in Somalia, especially in the northern regions. Both have been severely affected by the ban imposed by Saudi Arabia on livestock imports from the region, following an outbreak of vector-borne viral diseases in flood-affected areas of East Africa. The main focus of attention has been on Rift Valley fever. International publicity over the disease and concerns that it affects humans and is carried by livestock led to the ban by Saudi authorities. The financial loss from livestock not exported (800,000 sheep and goats) during the pre-Hajj season from northern Somalia ports is estimated at around US$ 25 million. United Nations agencies are working to understand the extent and impact of the disease and devising longer-term strategies for avoiding similar problems in the future.

12. During the reporting period, FAO participated in a mission on coastal management led by the International Maritime Organization (IMO). The international non-governmental organization ECOTERRA monitors illegal fishing on Somalia's coastline. ICRC worked with the Somali Red Crescent Society (SRCS) to provide training, boats, nets, lines and hooks. UNDP also provided fishing implements to families.

IV. Reintegration

13. A total of 12,709 Somali refugees were assisted in repatriating in 1997, 11,249 of whom were from camps in eastern Ethiopia to north-west Somalia. The rest were repatriated from the Libyan Arab Jamahiriya, Yemen, Kenya, Djibouti and other countries to various parts of Somalia. In March 1998, the Office of the United Nations High Commissioner for Refugees (UNHCR) assisted 781 Somali refugees from camps in eastern Kenya to north-east Somalia in collaboration with different partners. Governments, regional intergovernmental bodies, United Nations agencies and non-governmental organizations are increasing efforts to improve the trend of voluntary repatriation to Somalia.

A. Refugees and returnees

14. UNHCR, through its implementing partners, continues rehabilitation projects in, *inter alia*, the fields of agriculture, irrigation, and water and environmental sanitation in the areas of return, including north-east and north-west Somalia and Lower Juba. Activities also include income-generation projects for women and the rehabilitation of several maternal and child health centres, hospitals, and health posts.

15. The success of the voluntary repatriation of an initial 10,000 refugees from Ethiopia to north-west Somalia has

sensitized the different parties involved in humanitarian aid, as well as the regional political bodies like the Inter-Governmental Authority on Development (IGAD) and the Organization of African Unity (OAU) to the potential of reaching a "durable solution" to the Somali refugee situation. The objective that voluntary repatriation movements should be accompanied by sustainable reintegration and rehabilitation programmes in the areas of return, so as to encourage refugees to remain, once repatriated, has also been stressed.

B. Internally displaced people

16. United Nations agencies and organizations continue to assist over 350,000 internally displaced people in Somalia, although the task is consistently disrupted by political instability and factional fighting in certain areas, which provoke renewed population movements. The poorest in Somalia, mainly internally displaced people, have little access to basic services. For some, family support is not available, and clan or community care is grossly inadequate. Analysis by FSAU, based on nutritional data, maternal and child health surveys and crop production information, suggested that 4,300 tons of cereals be distributed to over 350,000 beneficiaries during June and July 1997 as a result of the 1997 *deyr* crop failure. Despite significant difficulties, WFP succeeded in reaching rural areas through its 89 extended distribution points and distributed 3,280 tons of cereals to some 300,000 beneficiaries. FAO continues assisting internally displaced people with seeds and hand tools. In Gedo, ICRC distributed fishing twines and hooks to 1,000 internally displaced people and families living along the Juba River. A similar distribution assisted 300 fishing families from El Dhere along the coastal region of the middle Shabelle region.

V. Rehabilitation

17. The United Nations strategy for rehabilitation efforts in Somalia continues to focus largely on the rehabilitation of health services and nutrition, water and environmental sanitation, education and infrastructure. Rehabilitation is not dealt with from an emergency perspective only but is followed up with longer-term capacity-building activities to ensure their sustainability by promoting proper planning, management and maintenance.

A. Health and nutrition

18. Infectious diseases, especially respiratory infections, diarrhoeal diseases and malaria, remain leading causes of child morbidity and mortality in Somalia. Vaccine preventable diseases and epidemics continue to occur, since immunization coverage has yet to reach the levels that can prevent outbreaks. A UNICEF survey in the north-east in November 1997 indicated that immunization coverage among children under one year old remains below 30 per cent for main antigens. Children's vulnerability to diseases is aggravated by their poor nutritional status. Maternal mortality is estimated to be among the highest in the world, at 1,600 per 100,000 live births.

19. United Nations agencies restructured their assistance in an effort to improve and build the foundation for a more sustainable health-care system in Somalia. Over the past year, UNICEF, in collaboration with WHO and partners, has provided support to a total of 605 health facilities throughout Somalia, including maternal and child health centres, out-patient departments, and health posts. Its assistance consisted mainly in the supply of essential pharmaceuticals, training of health professionals and traditional birth attendants, and the development of strategies and operational guidelines.

20. During 1997, UNICEF and WHO supported efforts to eradicate polio in Somalia by implementing sub-national immunization days in the north-east and north-west zones. Coverage of over 80 per cent of all children under five years old was attained.

21. UNICEF, the United Nations Population Fund (UNFPA) and WHO have begun to develop a multifaceted strategy for the improvement of reproductive health services. A total of 869 Somali professionals benefited from short training courses conducted in-country, while 158 received regular monthly literature updates. Fifty-five fellowships were awarded by WHO in the areas of emergency management, malaria control, expanded programme of immunization (EPI) and nutrition. In order to enhance community awareness on health issues, 5,052 community leaders were trained in areas of reproductive health, income generation and management.

22. In line with their shift in focus from an emergency approach to a more development-oriented approach, United Nations agencies have given increased attention to the promotion of behaviour change as a cost-effective strategy for improving the well-being of the population in the health and nutrition sector.

23. A new cholera epidemic occurred in December 1997 and spread from Merca to Mogadishu. Since then, over 14,456 cases and 598 deaths have been reported. WHO continues to provide technical guidance, along with technical and material support, to the international non-governmental organizations, UNICEF and Somali health professionals. Response has included widespread chlorination of water sources. Also, sporadic measles outbreaks were reported, but except in Mogadishu, no serious outbreaks occurred, due to pre-emptive measles campaigns at camps of internally displaced people and in major towns. United Nations agencies also started new programming in the area of nutrition, aimed at moving from supplementary feeding towards addressing the causes of malnutrition among children below five years of age and among women of child-bearing age.

24. Malaria continued to be the most common cause of morbidity in Somalia. In collaboration with UNICEF, WHO ordered and distributed anti-malarials to all affected parts of Somalia. The rehabilitation of two fish-breeding tanks for larvivorous fish and a malaria laboratory started in the north-west.

25. WHO continued to provide anti-TB drugs, laboratory support and technical guidance to Somalia. WHO supported the training of the TB managers under different organizations in order to build the capacity among Somalis for the sustainability of the programme. A total of 3,876 patients were treated in the reporting period. In order to improve surveillance, WHO has supported the establishment of laboratories with culture facilities in Merca, Mogadishu, Bossaso and Hargeisa, and of hospitals with equipment, reagents and blood testing kits for HIV, blood safety and TB. WHO is also involved in combating leprosy.

26. Following the floods in Somalia, cases of haemorrhagic fever associated with large numbers of livestock deaths were reported in southern Somalia and northern Kenya in December 1997. WHO promptly responded to the situation by launching a detailed investigation in collaboration with an international team of experts from the United States Centers for Disease Control (CDC), Epicenter, the Kenyan Ministry of Health, the South African National Institute of Viral Research, non-governmental organizations and Somali professionals. Eighty-one cases of Rift Valley fever were clinically diagnosed in southern Somalia. The outbreak lasted from December 1997 to January 1998. No cases were reported in the north-east or north-west. Subsequent investigations on animal health in Somalia by FAO showed that the risk of Rift Valley fever was limited to the flooded areas.

27. WHO continued to support resource centres for Somali health professionals in Merca, Mogadishu, Bossaso, Hargeisa, and Nairobi. Two resource centres in Kismayo and Baidoa ceased to operate, due to insecurity. In response to a higher level of demand for technical reference material from north-west Somalia, WHO is installing a test direct link with Healthnet and Satelife to permit the prompt retrieval of needed medical literature and reviews from established reference sources.

B. Water and environmental sanitation

28. Surveys carried out by UNICEF in the north-west zone (1996) and north-east zone (1997) found that only 31 per cent and 19 per cent of the population, respectively, had access to safe water. Between mid 1997 and mid 1998, UNICEF assisted in the rehabilitation and construction of 100 water sources in the Sool, Middle Shabelle, and north-east regions.

29. In the north-west, UNICEF joined UNHCR, the United Nations Centre for Human Settlements (Habitat) and WFP to assist in the resettlement of returnees and internally displaced people within the country through the provision of safe water supply systems. In the lower Juba Valley the ICRC water and sanitation teams set up a system for chlorinating the flood water, thus providing thousands of flood victims in isolated places with access to safe drinking water. ICRC also rehabilitated wells and boreholes in the Hiran, Galgudud, and Mudug regions. In the area of environmental sanitation, a total of 82 village water and environmental sanitation committees were established to address issues related to improved practices in the areas of water, hygiene and sanitation, and management of the water projects.

C. Education

30. A major constraint to planning and programming and cost-effective resource allocation in the education sector was the extreme dearth of data on the situation in primary schools. To remedy the situation, quantitative data on the situation of primary school education in Somalia were collected and analysed through a UNICEF survey in 1997. In total, 613 schools were found to be operating in Somalia, with an enrolment of around 153,000 pupils, almost two fifths of whom were girls. Three quarters of the schools did not offer classes above grade 4 and thus did not provide an opportunity for children to reach what is considered the

minimum level at which they acquire essential educational knowledge and skills, or grade 5. In the north-east zone, only 16 per cent of children of school-going age (6-14 years old) were enrolled in primary school, presenting a very gloomy picture of educational development.

31. With substantial technical support from UNESCO and UNICEF, the Education Sectoral Committee of SACB took steps towards bringing about quality improvement in primary education through technical working groups. In 1997 training was provided to around 1,250 primary school teachers, 70 head teachers, and 50 regional trainers, based on existing training modules. In addition, UNICEF contributed to the renewal and development of more effective professional education programmes for teachers, head teachers, educational authorities and programme managers and their educators. UNICEF and UNESCO facilitated the distribution of about 150,000 textbooks to children in grades 1-5, covering Somali, Arabic, science, mathematics, health education, and Islamic studies. The Refugee Environmental Education Project, started jointly by UNESCO and UNHCR in 1996, remains active. UNESCO has also continued to pay particular attention to the Somali refugees in Djibouti.

32. As part of UNICEF's educational programme, support was provided to children in need of special protection. Almost all children 10-18 years old in Somalia are out of school and without access to education or other basic services. Many are exposed to weapons, drugs such as *khat*, and other social ills. As a result, the majority of Somali children are disadvantaged and in need of special protection. Among them, street children constitute an exceptionally vulnerable and neglected group.

33. For the lower primary schools, a total of 320,000 copies of textbooks printed by UNESCO, with funding from EC/Somalia, were distributed during a massive distribution exercise coordinated by UNICEF. UNESCO trainers and tutors continued to travel in-country and in the Somali refugee camps in the region to introduce the books to teachers, students and communities. In addition to the existing Somali Open Learning Unit training, UNESCO also developed additional teacher-training materials.

D. Infrastructure rehabilitation

34. United Nations agencies have continued the direct rehabilitation of infrastructure – building the capacity of local authorities and Somali professionals to plan rehabilitate and manage infrastructure, and, through the implementation of sustainable community-based activities in support of local coping mechanisms, bolstering self-sufficiency. UNDP and Habitat continue to build the capacity of local authorities to plan, provide and manage public services, utilities and infrastructure, where applicable.

35. UNDP, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), continues the Somalia Ports Rehabilitation projects, which are vital to the promotion of trade. In Berbera and Bossaso, UNCTAD has provided managerial and operational training seminars in management, finance and port operations to more than 200 individuals from the ports structure and local communities, to improve efficiency, transparency and accountability in financial matters and to increase the levels of proficiency. UNCTAD has also provided supervision for port-related community rehabilitation projects and supervision and technical backstopping to the rehabilitation of port structures. The promotion of external trade and the development of the private sector in Somalia were key issues that were discussed at a workshop held in May 1998 at the Dubai Chamber of Commerce and Industry in the United Arab Emirates. More than 150 Somali entrepreneurs and traders participated.

36. In the absence of a national Government in Somalia, and with UNDP's assistance, the Civil Aviation Caretaker Authority for Somalia (CACAS) of the International Civil Aviation Organization (ICAO) has continued to maintain safety for air transport operations into and through the airspace of Somalia. Security permitting, CACAS addresses the provision of air traffic services, the rehabilitation of designated airports in Somalia to facilitate the United Nations humanitarian and relief activities, and the establishment of an interim organizational structure, geared to enable a future Government to take over the responsibilities for civil aviation operations with at least the essential elements in place. The ICAO/CACAS project currently employs 77 Somali professionals who are deployed at designated airports in Somalia and in the Nairobi project office. Its main airport rehabilitation programme includes construction and/or rehabilitation of runways, control towers and concrete parking bays, installation of runway edge makers, solar power system and radio communication facilities and provision of air traffic services. Hargeisa, Berbera, Boroma, Kalabeydh, Bossaso and Beled Weyn are benefiting from this programme.

37. UNDP's Somali Rehabilitation Programme assists communities in building their capacity for self-reliance and in meeting basic minimum requirements, through the provision of technical assistance and small investment resources.

VI. Governance

38. The United Nations Joint Programme on Governance in Somalia provides a comprehensive strategy addressing administrative structures at the regional and local levels and support to the national reconciliation process to be undertaken by the United Nations Political Office for Somalia and to the building of governance structures at the settlement and community level. Although a return to acute humanitarian crisis as a result of the recent flood emergency has been averted, political instability and the ensuing insecurity have continued to prevent the country, particularly southern and central Somalia, from moving into straightforward reconstruction. Also, there are no recognized counterparts in Somalia to the traditional instruments of the United Nations system which assist Governments to achieve national recovery, and development objectives are not applicable in the Somali context. Taking these circumstances into account, UNDP has prepared a programme strategy for the period 1997–2000.

A. Conferences for national reconciliation

39. In an attempt to assist the conflict zones to recover, the UNDP governance programme is working closely with designated non-governmental organizations to facilitate conferences for reconciliation and governance among warring factions in order to try to reach agreement to cooperate on rehabilitation projects that would benefit all of the population. UNDP's project of conferences for reconciliation and governance will complement such efforts. UNESCO, with financial support from UNDP, has launched a programme of civic education for peace and good governance in Somalia. It comprises weekly radio programmes. As a follow-up to meetings held in Sana'a in April 1995 and in Addis Ababa in July 1996, UNESCO's Culture of Peace Programme will hold meetings to allow civil society to engage in a dialogue to promote a culture of peace in Somalia.

B. Civil protection

40. The removal of tens of thousands of landmines in Somalia is a prerequisite for peace and reconciliation and for the reintegration and rehabilitation of refugees, internally displaced people and ex-combatants. On the request of Somali authorities, UNDP initiated a Somali Civil Protection Programme in the relatively peaceful north-west region of the country, implementing three pilot projects in demining, law enforcement and police training, and reintegration of ex-combatants. During the reporting period, the demining pilot project was implemented specifically in Burao, the town most heavily mined, and in a camp based in Yirowe, 20 km east of Burao, with a population of internally displaced people of approximately 80,000.

C. Building administrative capacities

41. UNDP and Habitat continued to implement the Urban Settlement Governance and Management Programme. In addition to ongoing capacity-building activities in Hargeisa, assessment missions to Berbera, Boroma, Bossaso, Burao and Gabiley have been undertaken. Priority action plans were formulated in collaboration with the respective local authorities.

42. In pursuance of its mandate, the United Nations Development Office for Somalia (UNDOS) focuses on the capacity-building of emerging local administrative structures and strengthening the planning and management capabilities of functioning local governments. During the reporting period, it provided, in collaboration with Habitat and UNCTAD, technical assistance in the form of 13 training programmes in specialized areas of taxation, budgeting, accounting and office procedures, to assist local administrations to become self-sustaining and self-supporting. UNDOS also provides secretariat support to SACB, whose members comprise United Nations agencies, non-governmental organizations and donors.

43. The War-Torn Societies Project in north-east Somalia has developed comprehensive profiles of each of the three north-eastern regions, which focus on critical challenges in political, social and economic reconstruction. On the basis of the profiles, distributed in both English and Somali, the Project conducted a series of public consultations with political and civic leaders between January and March 1998, culminating in a set of commonly agreed priorities for collective action and research, which include basic institutions of government, reintegration of various dislocated social groups (internally displaced people, female-headed households), provision of social services, and various aspects of economic rebuilding. A Somali gender researcher, sponsored by the United Nations Development Fund for Women (UNIFEM), will be joining in August 1998. Preliminary discussions with the Somali administration during the first half of 1998 led to agreement on establishment of a local research organization, which will

conduct the War-Torn Societies Project activities throughout north-west Somalia before the end of 1998.

D. Gender mainstreaming

44. Gender discrimination is deeply rooted in the traditional socio-cultural structures of Somalia and remains a formidable barrier to the participation of women in decision-making processes and their access to, and control of, resources. However, since the civil war, women are increasingly organizing to meet the basic needs of their families and communities. In order to increase the role of women in decision-making, UNIFEM and UNICEF jointly organized in the north-west and central zones two training workshops on women's role in conflict resolution. In addition, they received support from the Government of the Netherlands to initiate a joint project to promote women's participation in civil governance, aimed at strengthening Somali institutions and capacities to organize a series of gender sensitization workshops for United Nations agencies and their partners. Strategies considered for increasing girls' school enrolment include the introduction of more flexible school hours; gender sensitization of school teachers, parents, administrators and school committees; increasing the number of female teachers; and reward for schools with high enrolments and retention of girl students. Also, as part of the efforts to eradicate female genital mutilation, UNICEF supported a symposium in the north-west zone which led to the establishment of an intersectoral committee on the eradication of that practice.

45. In Somalia, UNIFEM has prioritized peace-building as its principle entry point for supporting the economic and political empowerment of women. Over the past three years, UNIFEM has managed to expand its network of Somali women's organizations by meeting with them and assisting them to develop a clear vision and strategy for peace and development in their communities. Apart from advocacy, UNIFEM also coordinates all the gender-focused activities of the United Nations agencies, international non-governmental organizations and donors that are providing humanitarian and rehabilitation assistance to Somalia. In the past year, UNIFEM, in collaboration with UNICEF, trained 30 Somali women in gender-sensitive issues of conflict resolution and facilitated the participation of three Somali women representatives of non-governmental organizations at a workshop on documenting the best practices of women in building peace and using non-violent means to resolve conflicts in Africa. With support from UNDP and UNICEF, another three Somali women representatives of non-governmental organizations became members of the Federation of African Women's Peace Networks, in recognition of their efforts in promoting peace and reconciliation at the community level.

VII. Joint operational support

46. The United Nations Country Team, in coordination with non-governmental organizations, launched the 1998 Consolidated Inter-Agency Appeal for Somalia, which is soliciting $79,035,509 for United Nations agency programmes and projects. In the Appeal, the agencies have adopted an area-based approach for the planning and implementation of United Nations activities in Somalia. Joint projects in the areas of security, logistics and inter-agency coordination provide common operational support for agencies and their partners which ensures cost- effectiveness by eliminating redundancy. The policies and strategies of the 1998 Appeal are in accordance with the 1996–1997 Appeal which was unanimously endorsed by Somali authorities, local communities and civil groups.

A. Coordination

47. The urgent need for close coordination and cooperation among the members of the humanitarian community in Somalia is particularly important in view of continued insecurity and instability, the absence of effective national counterparts, limited donor resources, and the precarious humanitarian situation on the ground. UNCT, chaired by the UNDP Resident Representative in his capacity as the Resident Humanitarian Coordinator for Somalia, remained a useful forum for the regular exchange of information on the activities of its members, as well as on the security, political and humanitarian situation of the country. UNCT is today the forum in which joint assessments, strategies, programming and implementation are decided and managed. The United Nations Country Team is comprised of senior representatives of all 13 United Nations agencies and organizations operational in the country, as well as the United Nations Political Office for Somalia, ICRC and the International Federation of Red Cross and Red Crescent Societies (IFRC). It cooperates closely with national and international non-governmental organizations as well as with its partners in SACB. The United Nations Coordination Unit, which was established within the UNDP country office, continues to play an important role in facilitating and strengthening coordination and collaboration within the United Nations system, with respect to both humanitarian

and rehabilitation interventions, through the provision of a wide range of information, logistical, organizational and analytical services.

48. To facilitate and improve inter-agency coordination at the field level in Somalia, the United Nations Country Team continued in 1997–1998 the practice of designating one United Nations agency official as its focal point in each area of operation within the country. The focal points are selected on a rotating basis from among the senior field representatives of the United Nations agencies in each operational area in the country.

B. Logistics

49. Innovative operational strategies are being pursued by United Nations agencies and organizations in order to maximize the cost-effectiveness and efficiency of United Nations activities in the country. In the area of air transport, the United Nations agencies under the leadership of WFP, entered into a joint leasing arrangement, and as a result, the United Nations Common Air Service came into being, with the goal of reducing costs and providing adequate capacity to meet the needs of all United Nations agencies. The Common Air Service started flight operations between Somalia and Nairobi on 15 December 1996 as a result of efforts on the part of WFP, UNICEF and UNDP to establish a joint air operation.

C. Security

50. United Nations security in Somalia works within the framework of the Code of Conduct for International Rehabilitation and Development Assistance to Somalia, adopted by SACB in 1995. The United Nations works closely with SACB, reporting on security and following joint policies where needed. The Security Management Team, chaired by the United Nations Designated Official, is supported by seven United Nations professional security officers who are employed by separate agencies but support the work of the United Nations as a whole and, as necessary, other international organizations.

51. In the north-west the frequency of clan clashes has been reduced. As a result, economic activity and aid operations have expanded, and as a further result, security has increased. This contrasts with areas south of Galkayo (central Somalia), where the need for aid was significant because of fighting, drought and severe flooding. Insecurity from clan clashes, banditry and direct attacks on the United Nations and other international organizations has had a significant impact on the delivery of aid.

52. Continuing clan fighting is a significant problem affecting southern Somalia. In the Lower Juba and Bay and Bakool regions, frequent clashes prevail. The port and the airport of Mogadishu have remained closed, largely due to inter-clan disagreements, and there has been serious fighting around Baidoa between the Rahawein Resistance Army and militia of the Aideed faction. In Kismayo, there have been numerous clashes between the Somali Patriotic Movement (Harti Clan) and the Somali National Front (Marehan), in a confrontation that started in early 1997. In the Gedo region, Somali National Front forces have also clashed with the Al-ittihad, a cross-clan Islamic fundamentalist organization. In late 1997, the Somali National Front controlled most of the Gedo region but there has been a resurgence of Al-ittihad activity since February 1998. Subsequently, the Somali National Front and Al-ittihad appeared to have reached an understanding to cease hostilities between them. Among the numerous casualties have been some representatives of international organizations. In August 1997, two employees of World Concern were murdered in Kismayo simply because they were from the wrong clan. Some of these clashes have forced the temporary relocation of international staff or the temporary suspension of operations.

53. Lawlessness and banditry limit operations in much the same way that clan fighting does. Few areas have an effective police force, and many commanders have little control over their gunmen. Looting is a common feature of life in some parts of Somalia, and United Nations agencies have sometimes been the victims of attack. In July 1997, a consultant working for WHO was held against his will for several hours near Las Anod in north-west Somalia. He was released unharmed, but his belongings were stolen. Banditry is common in Mogadishu and has resulted in the loss of hired vehicles and some food and drugs. There were several incidents of actual and attempted looting during the flood operation.

54. There have also been deliberate attacks on international organizations to gain political prestige and advantage in local arguments. An international staff member of USAID was kidnapped near Beled Weyn in July 1997; he later escaped. The motive for the attack appears to have been political. The national head of the WFP office in Mogadishu was kidnapped for three days in September 1997, apparently by a group that wanted to gain support from the agency. In November 1997, four UNICEF international staff members and an international employee of the European Union were held for three days in northern Somalia by a group that wanted to pressure the local administration about an

unrelated issue. In May 1998, 10 ICRC workers were held for several days in Mogadishu. Although the kidnappers demanded money, the incident had a political dimension.

55. Large quantities of essential humanitarian aid have reached emergency areas in spite of insecurity. Development work, including the repatriation of refugees, has taken place in the more secure areas. Success is achieved through close monitoring of the situation so as to minimize risks and identify the most effective methods of delivering aid. This is achieved through close liaison with local interest groups, traditional leaders and military commanders. Local contractors, international and local non-governmental organizations and United Nations agencies are all used in the delivery process.

56. It is unlikely that there will be a significant improvement in security in the area south of Galkayo in the next year. Various proposals for peace have foundered during the past year. In the north, economic expansion is endangered because of a ban on the import of Somali livestock by Saudi Arabia, due to fears about the health of the animals. There may be a shift to criminal activities in order to gain an income, if the ban continues. Arguments between the clans of the north about boundaries of a new federal state within Somalia could, possibly, result in fighting.

VIII. Assistance provided by Member States

57. In addition to the activities listed above, Member States have provided the following information on assistance to Somalia pursuant to General Assembly resolution 52/169 L.

58. From 1993 to 1998 the Government of Belgium assisted Somalia with 144 million Belgian francs (through FIDA); BF 76 million were provided to ICRC, and BF 6.9 million were provided to non-governmental organizations.

59. In 1998, the emergency assistance reported by the Government of China (through bilateral channels) consisted of two batches of medicine and two sets of computers and auxiliary equipment.

60. In February 1998, the Government of Denmark approved a three-year assistance programme for Somalia, totalling 60 million Danish kroner (US$ 8,801,000).

61. In 1997, the Government of Finland contributed 500,000 markkaa for humanitarian assistance programmes in Somalia. Finland also contributed to the globally operating international humanitarian and relief agencies, as core resources, a total of Fmk 43,000,000, some of which may also have been channelled to Somalia.

62. In 1997 and 1998, the humanitarian assistance reported by the Government of Germany totalled 3,483,038 deutsche mark, of which DM 1,237,788 were provided for food, DM 1,264,250 were contributed to the relief of flood victims, DM 490,000 were donated to ICRC, and DM 490,000 were provided for the repatriation of Somali refugees. Further aid to Somalia is envisaged in 1998 with the amount of DM 1.8 million.

63. In 1997, the emergency assistance by the Government of Ireland totalled 315,000 Irish pounds. Of that, £Ir 35,000 were provided to UNICEF, £Ir 50,000 to the Department of Humanitarian Affairs, United Nations Secretariat, £Ir 230,000 to non-governmental organizations. The respective amount for 1998 was £Ir 125,000 to WFP, £Ir 142,000 to non-governmental organizations, and £Ir 75,000 to ICRC.

64. The Government of Italy assisted Somalia with 2 billion lire for food, Lit 2 billion for emergency programmes, co-financing of a European Union rehabilitation programme valued at Lit 10 billion; and US$ 1 million were provided for flood victims through WFP.

65. In 1997, the Government of Luxembourg contributed 5 million Luxembourg francs to ICRC, Lux F 4.8 million to Médecins sans frontières Luxembourg, and Lux F 5 million to UNICEF. In 1998 Lux F 5 million were contributed to ICRC.

66. The Government of Norway contributed 3,214,000 Norwegian kroner, of which NKr 2,817,000 were donated to UNICEF. Further contributions will be made later this year, so that the total for 1998 for Somalia will amount to approximately NKr 20 million.

67. The special economic assistance by the Government of South Africa to Somalia in 1998 is US$ 100,000. It was contributed to UNICEF in response to the Somalia Flood Appeal during the 1997–1998 financial year.

68. From 1995 to June 1998, the Government of Sweden provided rehabilitation and humanitarian assistance to Somalia, *inter alia*, in the following areas: health, protection, repatriation, reconciliation and peace-building. The assistance in these areas during the period amounted to 113 million Swedish krona (January–June 1998: 37 million SKr). The main implementing partners have been ICRC, IFRC, UNHCR, WHO, the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat,

UNDP, the United Nations Office for Somalia and a number of Swedish non-governmental organizations.

69. In 1997, the emergency assistance by the Government of Switzerland to Somalia was 3,838,885 Swiss francs. In 1998 (until 24 June) the amount totalled 1,751,700 SwF.

IX. Concluding observations

70. Over the past year some progress has been achieved on the humanitarian front in several regions of Somalia, particularly in the north of the country, where there has been noticeable economic growth. This progress illuminates the need for assistance to Somalia to be adapted to the varied realities of each geographical region and underlines the fact that any credible assistance programmes for Somalia must reflect the differing environments within which United Nations operations are undertaken. The United Nations agencies have adopted an area-based approach for the implementation of rehabilitation and development activities in Somalia, in order to improve the impact and sustainability of their programmes. In areas where nascent governance structures exist, it is important for rehabilitation and development efforts to be reinforced in order to encourage and sustain social and political stability.

71. Parts of southern and central Somalia continue to exhibit characteristics more linked to complex emergencies than to recovery. They are among the regions most affected by cyclical natural disasters in recent years all of which have significantly weakened the ability of the local populations to respond to crises. The areas are marked by an absence of authority and by fighting and political instability. Local communities continue to be highly vulnerable and access to them is severely curtailed. Nevertheless, small pockets are emerging which, against the odds, show signs of economic growth and are making a slow and painful transition from crisis to recovery.

72. Both the 1997 Appeal and the current 1998 United Nations Consolidated Appeal for Somalia have been very under-funded, and those funds that have been contributed to Somalia are targeted mainly at emergencies such as the floods of late 1997 and early 1998. While the significance of emergency relief cannot be underestimated, funding for transitional activities is essential. The lack of such funding has seriously hampered efforts by the United Nations to assist the Somali populations in a manner that would allow them to recover effectively from crisis and experience economic growth. The United Nations agencies in Somalia are attempting to build bridges between humanitarian assistance and early development work. Donor Governments need to consider funding United Nations assistance in Somalia in light of these new circumstances, to ensure that emergency as well as transitional and early developmental needs are sufficiently addressed. The international community must not miss this important opportunity to assist those parts of Somalia that show signs of stability, as they attempt to emerge from the vortex of humanitarian crisis.